

## **5. TRAVEL DEMAND MANAGEMENT ELEMENT**

The Congestion Management Program emphasizes maintenance of mobility for people and goods through many strategies, while helping to improve air quality. Strategies which can help to maintain mobility in ways that are consistent with achieving our air quality goals include those which focus on reductions in trip making, trip length, and travel demand, as well as those which increase the availability of modal alternatives to the single occupant vehicle. This chapter provides a framework for trip reduction and travel demand management for the CMP.

### **5.A LEGAL REQUIREMENTS**

California Government Code Section 65089 (b) (3) states the requirements for the travel demand management element:

"(A) The program shall contain . . . a travel demand element that promotes alternative transportation methods, including, but not limited to, carpools, vanpools, transit, bicycles, and park-and-ride lots; improvements in the balance between jobs and housing; and other strategies, including, but not limited to, flexible work hours, telecommuting, and parking management programs. The agency shall consider parking cash-out programs during the development and update of the travel demand element.

### **5.B BENEFITS OF THE PROGRAM**

Travel Demand Management can provide the following benefits:

- Increases mobility of people and goods at a minimal capital cost by improving system efficiency and maximizing system utility.
- Increases and integrates modal options by ensuring that actions are supportive of alternative modes.
- Encourages use of alternatives to the single occupant vehicle to reduce vehicle trips and vehicle miles traveled.
- Improves overall system performance by maintaining mobility for people and goods while reducing vehicle demand.
- Integrates air quality planning requirements with transportation planning and programming functions.

### **5.C IMPLICATIONS OF THE PROGRAM**

The Travel Demand Management Element has linkages to other regional and local transportation and air quality plans and programs, transit plans, general plans, and related land use plans. This section describes some of those interrelationships and implications of the program.

Table 5-1 presents a list of trip reduction and travel demand management measures compiled by Inland Empire Commuter Services. The list indicates whether the strategies satisfy the objectives of mobility, air quality, or both.

#### **5.C.1 LINKAGES WITH THE SCAQMD AND MDAQMD**

The air districts have a prescribed role in the development and implementation of the CMP. CMP legislation requires that the CMP be developed "in consultation with, and with the cooperation of," the local air quality management districts. The districts are also required to "establish and periodically revise a list of approved improvements, programs, and actions" that local jurisdictions can incorporate into deficiency plans to "measurably improve multimodal performance..., and contribute to significant improvements in air quality." Finally, the law requires that the CMA consult with the air quality management districts before it calculates the impacts of traffic subject to exclusion pursuant to Government Code Section 65089.4(b) and (f).

The integration of transportation control measures from the plans of the air quality management districts, which are in turn consistent with the regional mobility strategy defined in the Regional Transportation Plan, is important for a variety of reasons. It results in the selection of strategies to maintain mobility that are also consistent with the district strategies to attain air quality standards in accordance with deadlines established by the Federal Clean Air Act. It also recognizes that most transportation control measures (TCM's) are needed to meet mobility goals as well as to improve regional air quality. Finally, it allows local governments to implement both mobility and air quality programs (Regional Transportation and Comprehensive Transportation Plans, CMP, and air plans) through one set of actions.

All elements of the CMP must be consistent with the applicable air district plan. In addition, Government Code Section 65089 (b)(3) provides that a city or county in which a development will implement a parking cash-out program which is included in a congestion management program or deficiency plan shall grant to that development an appropriate reduction in the parking requirements otherwise in effect for the new commercial development. In the case of existing commercial development that has

implemented a cash-out program included in a CMP or deficiency plan, the city or county shall grant an appropriate reduction in the otherwise applicable parking requirements based on the demonstrated reduced need for parking, and the space no longer needed for parking purposes may be used for other appropriate purposes.

Transportation control measures to reduce congestion and improve air quality are identified and described within the respective air district plans, and are incorporated into this document by reference. For several of these measures, the air districts may adopt rules with future effective compliance dates.

The nature of Deficiency Plan actions for which credit can be gained for systemwide level of service and air quality improvements has been an issue for some time. Credit may, subject to air district approval, accrue to localities or subregions through the ability to implement local or subregional programs in lieu of district implementation of Indirect Source Rules (ISR'S). Eligibility for such substitution is contingent on the local or subregional program being enforceable, and forecasting levels of emission reduction equal to or greater than that which would be achieved through implementation of the ISR's within that area, based on calculation methods subject to air district approval. The areawide Deficiency Plans contemplated in accordance with SANBAG policy and the 1997 CMP update could provide the enforceable mechanisms for such substitution programs. The MDAQMD has also developed a draft list of deficiency plan elements for the Desert jurisdictions.

#### **5.C.2 RELATIONSHIP TO LOCAL JURISDICTION GENERAL PLANS AND ORDINANCES**

Local jurisdiction general plan circulation elements often include policies and actions to encourage alternative transportation mode choices. The land

use element of the general plans may contain policies promoting a balance between jobs and housing. Zoning ordinances may enforce these policies. Local jurisdictions are now required to grant appropriate levels of reduced parking requirements if cash-out programs are implemented by new or existing commercial development pursuant to Government Code Section 65089(d)(1) and (2).

Transportation control measures undertaken in accordance with the provisions of the MDAQMD's Plan are likely to be implemented by the Air District.

### **5.C.3 RELATIONSHIP TO THE REGIONAL TRANSPORTATION PLAN**

SCAG's Regional Transportation Plan (RTP) identifies transportation demand management as a principal component of the regional mobility strategy. In addition to developing and updating the plan, SCAG is responsible for finding it to be in conformance with Federal Clean Air Act requirements. Given that the CMP is to be consistent with the RTP, CMP TDM measures must be consistent with the measures in the RTP.

### **5.C.4 RELATIONSHIP TO INLAND EMPIRE COMMUTER SERVICES (IECS)**

IECS delivers rideshare matching services and information on commute alternatives. It can assist in providing marketing information and alternative commute mode statistics and in implementing adopted travel demand management measures. Actual ridematching documents are produced by SCAG.

### **5.C.5 RELATIONSHIP TO TRANSIT PROVIDERS**

Transit providers have short range transit plans, marketing incentive programs, and passenger survey information which can assist in developing and

implementing transportation demand management strategies. Through the Comprehensive Transportation planning process, the CMA consults with transit providers to maintain consistency between proposed transportation demand management measures and the transit services provided in the various areas of the county.

## **5.D OBJECTIVES, POLICIES, AND ACTIONS**

**Objective 5.1** Trip Reduction - Reduce the number of vehicle trips while maintaining personal mobility.

**Policy 5.1.1** - Provide incentives and help to remove obstacles for transit, ridesharing, and reduced person-trips.

#### *Action*

**RESPONSIBILITY:** The CMA in cooperation with local jurisdictions, Caltrans, and transit agencies.

#### *Action*

Provide reduced-toll incentives for carpools and vanpools if toll facilities are developed in San Bernardino County.

**RESPONSIBILITY:** Caltrans.

#### *Action*

Maintain performance measures in the CMP that are sensitive to the effectiveness of trip reduction and travel demand management strategies.

**RESPONSIBILITY:** The CMA in cooperation with local jurisdictions, transit providers, and Caltrans.

#### *Action*

Ensure operation of HOV facilities at a higher LOS than mixed flow lanes within San Bernardino County as an incentive for multi-occupant vehicle travel.

**RESPONSIBILITY:** The CMA and Caltrans.

*Action* Grant new commercial development which will implement a parking cash-out program appropriate reductions in parking requirements otherwise in effect, and grant existing commercial development which has implemented a parking cash-out program an appropriate reduction in parking requirements otherwise applicable based on the demonstrated reduced need for parking.

**RESPONSIBILITY:** Local governments and the CMA.

*Action* Maintain an effective regional system of carpool and vanpool matching.

**RESPONSIBILITY:** Southern California Associated Governments Rideshare Department (SCAG).

Policy 5.1.2 - Facilitate and provide incentives or non-auto travel.

*Action* Study and recommend methods for encouraging transit, pedestrian and bicycle-oriented development. Conduct this activity in conjunction with implementation of the Countywide Bicycle Plan and local livable communities initiatives.

**RESPONSIBILITY:** The CMA and SCAG to coordinate, local jurisdictions to participate as desired.

**Objective 5.2** Reduce the length of trips while maintaining personal mobility.

Policy 5.2.1 - Provide incentives for reducing vehicle trip lengths.

*Action* Encourage job creation in San Bernardino County through development and implementation of transportation investment strategies which increase the

county's ability to attract basic industry.

**RESPONSIBILITY:** The CMA, local jurisdictions, SCAG, and Caltrans.

*Action* Study and recommend methods for encouraging transit, TDM, pedestrian, and bicycle-oriented development.

**RESPONSIBILITY:** The CMA and SCAG to coordinate, local jurisdictions to participate as desired.

**Objective 5.3** Improve air quality.

Policy 5.3.1 - Implement, document, and monitor local transportation control measures in a manner consistent with the appropriate air quality plan(s).

*Action* Continue to implement transportation control measures in accordance with the CMP requirements.

**RESPONSIBILITY:** Local jurisdictions.

**TDM MODEL  
ORDINANCE OPTIONS**

To comply with CMP requirements, cities must adopt a TDM ordinance.

If a city wishes to adopt an ordinance to actively manage congestion within its boundaries, Inland Empire Commuter Services has developed a matrix illustrating different techniques available and whether they impact air quality, congestion management, or both.

Strategies emphasizing air quality mean those which eliminate cold starts

**Table 5-1**

<b>TDM ORDINANCE PROVISION OPTIONS</b>	<b>STRATEGIES EMPHASIZING AIR QUALITY</b>	<b>STRATEGIES WHICH HELP CONGESTION MANAGEMENT</b>
Regulate Medium and Large Employers	♦	♦
Regulate Multi-Tenant Building Owners	♦	♦
Regulate Developers	♦	♦
Require Mixed Use	♦	♦
Require Amenities that Reduce Need for Trips	♦	♦
Design Guidelines for Transit, Vanpools, Walking, and Bicycling	♦	♦
Increase Residential Densities at Transit Stations		♦
Fee Credits for Building Designs which Promote TDM Measures	♦	♦
Fee Credits for Building Remote Park & Ride Facilities		♦
Parking		
Preferential Parking for Ridesharers	♦	♦
Subsidized Parking for Ridesharers	♦	♦
Remote Park & Ride Lots with Amenities		♦
Support Zoning Code Variances for Commercial Uses Within Park & Ride Facilities		♦
Provide Bicycle Parking	♦	♦
Lower Development Sq./Ft. Ratios and Maximum Limits		♦
Transportation Allowance Instead of Subsidized Parking	♦	♦

Table 5-1 continued

Strategies emphasizing air quality mean those which eliminate cold starts

TDM ORDINANCE PROVISION OPTIONS	STRATEGIES EMPHASIZING AIR QUALITY	STRATEGIES WHICH HELP CONGESTION MANAGEMENT
Ridesharing		
Rideshare Transportation Allowances	♦	♦
Ridesharing Subsidy, Tax Credits or Fees for Solo Commuters	♦	♦
Ridesharer Parking Cost Subsidy	♦	♦
Ridematching	♦	♦
Guaranteed Ride Home	♦	♦
Flex-Time		♦
Compressed Work-week	♦	♦
Telecommuting from Home	♦	♦
Telecommuting from Satellite Work Center		♦
Transit subsidies	♦	♦
Commuter Stores or Marketing Programs	♦	♦
Expanded On-Site Amenities	♦	♦
Walking		
Showers and Lockers	♦	♦
Safe Walking Routes	♦	♦
Bicycling		
Showers and Lockers	♦	♦
Bicycling Information (Maps)	♦	♦

Policy 5.3.2 - Ensure that other congestion management measures adopted by local jurisdictions and Caltrans do not have negative effects on air quality.

*Action* Conduct an air quality conformity review for all CIP projects in the CMP.

**RESPONSIBILITY:** SCAG.

*Action* Maintain a list of air quality-compatible measures for the CMP.

**RESPONSIBILITY:** SCAQMD and MDAQMD.

## **5.E SUMMARY OF RESPONSIBILITIES**

### **CMA Responsibilities**

- Assist the SCAQMD and MDAQMD in development and maintenance of a menu of mitigation measures compatible with air quality requirements for consideration in deficiency plans, TIA Reports, and related studies.
- Encourage job creation in San Bernardino County through development and implementation of transportation investment strategies which increase the county's ability to attract basic industry.
- If desired by local jurisdictions, participate and assist in development of CMP Deficiency Plans which yield emission reductions that can be substituted for Indirect Source Rules.
- Assist SCAG in conducting air quality conformity determinations, with consultation of the Air Districts, for all CIP projects in the CMP.

- Prioritize capital projects that include High Occupancy Vehicle (HOV) lanes, facilitate non-motorized travel, and provide other time or price-related incentives for transit and ridesharing, or other vehicle trip reduction.
- Study and recommend methods for encouraging transit, TDM, pedestrian, and bicycle-oriented development.

### **Local Jurisdiction Responsibilities**

- Include in deficiency plans, TIA Reports, and related studies only those mitigation measures deemed by SCAQMD and MDAQMD to be compatible with air quality requirements.
- Continue implementation of transportation control measures in accordance with CMP.
- Encourage job creation in San Bernardino County through strategies which increase the county's ability to attract basic industry.
- Study and consider methods for encouraging transit, TDM, pedestrian, and bicycle-oriented development.
- Grant new commercial development which will implement a parking cash-out program appropriate reductions in parking requirements otherwise in effect, and grant existing commercial development which has implemented a parking cash-out program an appropriate reduction in parking requirements otherwise applicable based on the demonstrated reduced need for parking.

### **Air District Responsibilities**

- Develop and maintain a list of air quality-compatible mitigation measures for consideration in deficiency plans, TIA Reports, the CMP CIP, and related documents.
- Review ordinances, plans, and programs of local jurisdictions to ensure consistency with State law.

**Caltrans Responsibilities**

- For any toll facilities in San Bernardino County, provide reduced-toll incentives for carpools and vanpools.

**Transit Agency Responsibilities**

- Participate in formulation and application of multimodal performance measures in accordance with CMP requirements.

**Inland Empire Commuter Services (IECS) Responsibilities**

- Maintain TDM-related information and provide assistance to employers and local jurisdictions in implementing the provisions of TDM ordinances.
- In partnership with SCAG Rideshare Department, maintain an effective system of carpool and vanpool matching and formation.